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Abstract

The proposed merger of the Rye City and Rye Neck school districts in Westchester County, New York, is described. An overview of the two school systems is presented, with a discussion of the principles and issues involved in the proposed merger. Based on hypothetical data for future years, an examination is made of enrollment expectations, facility requirements, and educational and financial implications of the merger. An assessment is made of alternative action which might be taken in consideration of the educational needs of the communities served, the unique requirements of the two districts, and the governmental structure within which such action might be taken. (FS)

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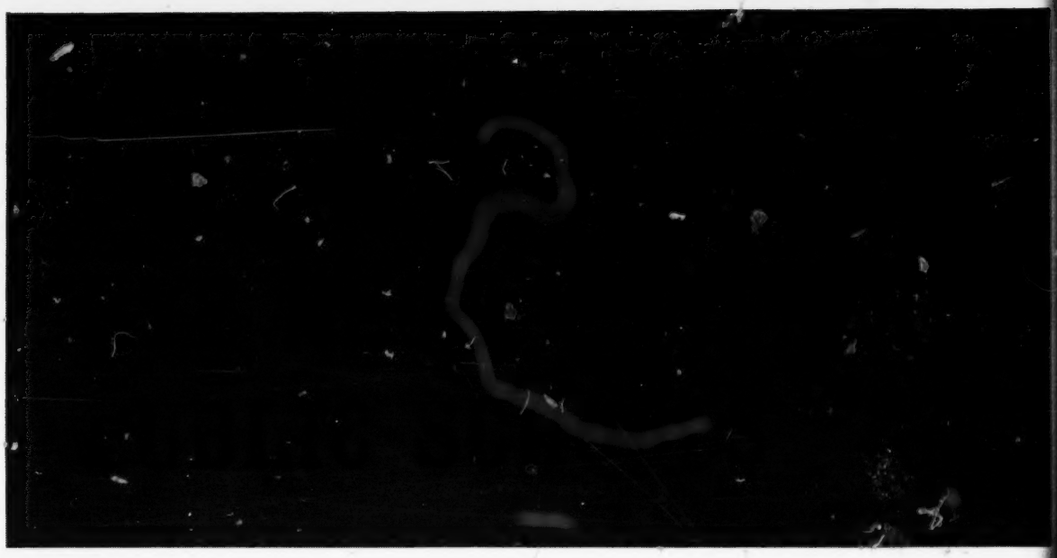
A STUDY OF A PROPOSED MERGER



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A STUDY OF A PROPOSED MERGER

of

THE RYE CITY SCHOOL DISTRICT

and

THE UNION FREE SCHOOL DISTRICT NO. 1

RYE NECK

Westchester County, New York

April, 1965

Educational Research Services, Inc.
7 Holland Avenue, White Plains, New York

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April 1, 1965

Boards of Education
Rye City and Rye Neck School Districts
Westchester County
New York

Dear Board Members:

We submit herewith our report on the proposed merger of the two school districts, the Rye City School District and the Rye Neck School District.

Data for future years are hypothetical by virtue of necessary assumptions which must be made in projecting into the future. They are, nevertheless, useful guides in assessing alternative action which might be taken in consideration of educational needs of the communities served, unique requirements of the two districts, and governmental structure within which such action might be taken.

It is our hope that these findings and recommendations will be helpful in clarifying the issues and elements involved in decisions concerning the future district organization for Rye and Rye Neck.

Respectfully submitted,

Francis G. Cornell
President

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CHAPTER I

RYE CITY AND RYE NECK SCHOOL SYSTEMS

The Rye and the Rye Neck school districts are adjoining school systems in the southern part of Westchester County on the shores of Long Island Sound. They are located in the fringe of an inner ring of the Greater New York City Metropolitan area. The Rye City school system consists of most of the territory of the City of Rye. The southern-most portion of the City of Rye lies in the Rye Neck school system. The Rye Neck school system, Union Free School District No. 1, is in the Town of Rye, lying within the Village of Mamaroneck and part of the City of Rye as noted above.

The Rye District, prior to 1945, consisted of five separate school districts. The Rye Neck School District serves the Greenhaven residents of the City of Rye and about one-third of the Village of Mamaroneck. It was established as a Union Free School District in 1859.

During the school year 1964-65, both school systems operated a six-year secondary school. The Rye City District had three schools housing grades kindergarten through 6 and another building housing only primary grades K-3. The Rye Neck School District had two elementary schools, one housing primary grades, K-3, and the other intermediate grades, 4-6. As of the fall of the current school year, there were a total of 1,868 students enrolled in the high school grades 7-12 in the two districts, 1,113 in the Rye City District and 755 in the Rye Neck District. The elementary schools enrolled a total of 2,367 -- 1,454 in the Rye City District, 913 in the Rye Neck District

The Occasion for the Study

Due to the geographical proximity of the two districts with each including territory of the municipal governmental unit, the City of Rye, it is not surprising that the two districts would be considered for possible consolidation. They both come within the range of district size, as measured by enrollment which justifies an examination of possible district reorganization. The State Master Plan for district reorganization in New York State includes the merging of the two school districts. The Rye Neck District has had a referendum and has voted affirmatively on the proposition of merging with the City District. This would be accomplished as an enlarged city district. The decision rests with the Board of Education of the City of Rye which will determine whether or not to accept the Rye Neck School District in the combined system.

Characteristics of the Area

The Rye and Rye Neck Districts encompass an area which is predominantly residential with single family dwelling units as the dominant characteristic. Population and school enrollment has continued growing as new families have moved into new homes constructed on available land. However, the potential growth of population is nearing its limits because available land for new housing is soon to become exhausted.

The community represented by the two school districts ranks high in measures of social and economic characteristics among communities in southern Westchester County. The Rye Neck District comprises a good portion of the Village of Mamaroneck which in 1960 was reported to have about $9,300 in income per household. Rye City

which takes in also part of the Rye Neck District, was reported as having $11,600 in income per household. The average family income for the population in the area is about the same as the average of Westchester County.

There is not great homogeneity of population characteristics in the area. This is indicated by the data in Table 1. In Table 1, it may be noted that the Mamaroneck portion of the Rye Neck District, Census Tract 74, and the northeastern portion of the City of Rye, Census Tract 76, are the oldest parts of the area, as measured by the percentage of homes in 1960 that were constructed prior to 1939. The newest part of the territory, as measured by age of dwellings, was Census Tract 75 in the southwestern part of the City of Rye, containing part of the Rye Neck District as well as part of the Rye District. It is of interest that this Tract 75, the overlapping link joining the two districts, was in 1960 the one in which there was the highest median family income, the highest rate of public school children per household, the highest percentage of owner-occupied dwellings and the highest percentage of professional and managerial workers of the total employed.

Tract 77, at the north of the Rye District, is characterized by the presence of business establishments and apartments producing a high-density type of residential land use. This area produces a low rate of public school children per household and a low percentage of owner-occupied dwellings.

The portion of the Rye Neck District in Mamaroneck, Tract 74, is about average as measured by such indices of the entire area. The density of public school children per household was about the average of the entire area. The percentage of owner-occupied dwellings was very close to the average. The percentage of profes-

Table 1

SELECTED STATISTICS ON COMMUNITY CHARACTERISTICS,

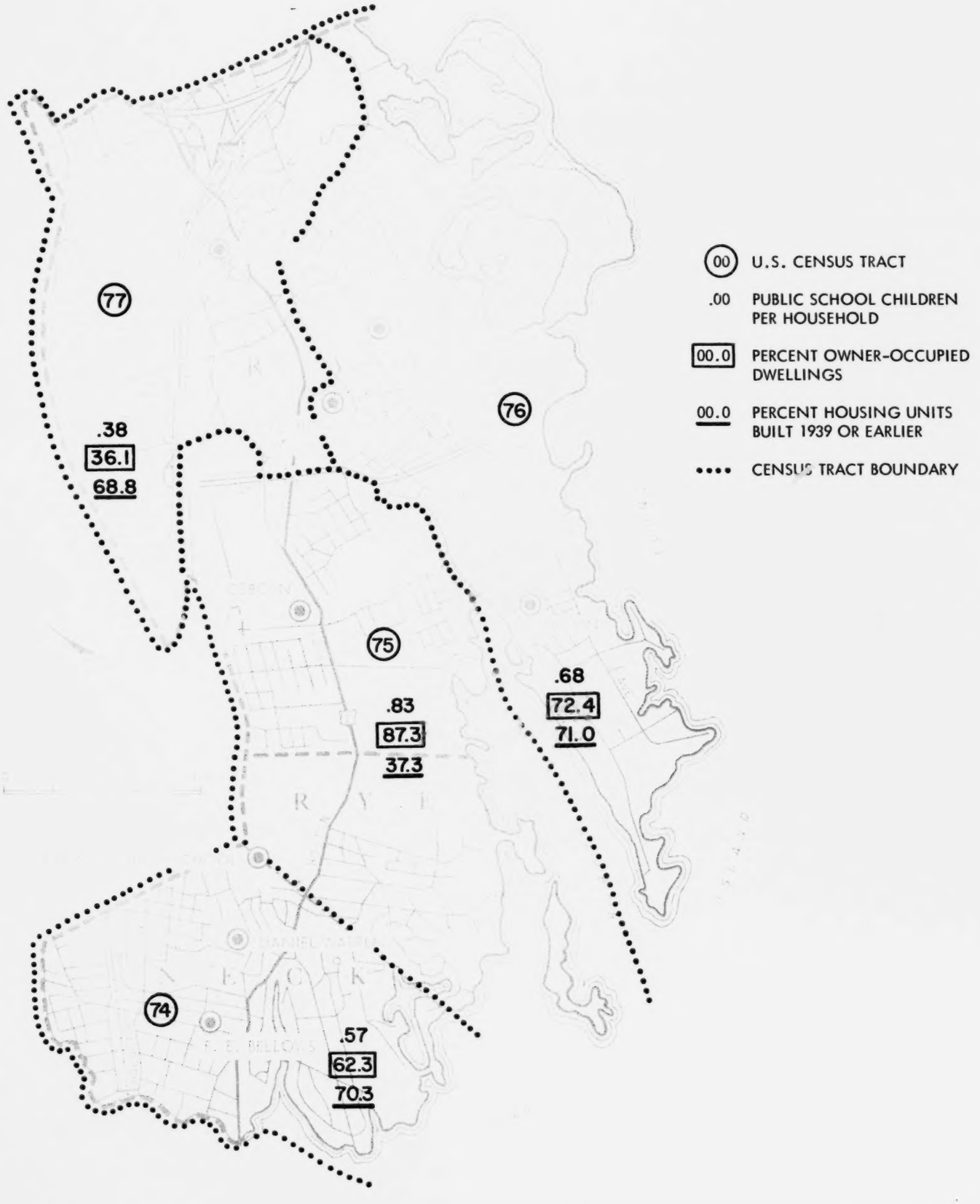
RYE AND RYE NECK SCHOOL DISTRICT, BY CENSUS TRACTS, 1960 U.S. CENSUS

Item	Census tract				Total
	74	75	76	77*	
Total housing units	2,237	890	1,689	1,688	6,504
Public school children per household	.57	.83	.68	.38	.58
Median family income	$8,127	$14,076	$10,477	$9,833	---
Percent owner-occupied dwellings	62.3	87.3	72.4	36.1	61.5
Percent professional and managerial workers**	32.5	51.4	39.0	39.3	38.5
Percent housing units built 1939 or earlier	70.3	37.3	71.0	68.8	74.6

* In Rye City but including part of Rye Neck School District.

** Percent employed in professional, technical, managerial, officials and proprietors of total employed.

Selected 1960 Census Data By Tracts



RYE & RYE NECK SCHOOL DISTRICTS

SCHOOL DISTRICT BOUNDARY

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sional and managerial workers was somewhat lower. The average family income was somewhat lower.

A general observation can be made that, as measured by such characteristics, the Rye Neck District is about the same as the area as a whole. One consideration for determining the desirability of merging two school districts is the question of whether or not they represent "community" in any sense. This is a complex concept involving the social inter-action of people, as well as other matters relating to the essential unity of a population in a given geographic area. However, it is evident that there is a fair uniformity of general population characteristics of the total area consisting of the two school districts.

Educational Services

There is, without question, considerable evidence indicating that both of the districts under consideration are in communities interested in supporting a quality, educational program. For instance, the two districts are about the same in the number of classroom teachers per 1,000 pupils. This runs about 56 for Rye Neck and about 57 for Rye.1/

As of 1963-64 school year, they were spending an amount about equivalent to the upper 10 percent of school districts in the region consisting of New York, New Jersey and Pennsylvania. However, among 36 districts in Westchester County and comparable districts elsewhere in New York State, Rye and Rye Neck ranked 22nd

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1/ See "The Cost of Education Index" in School Management, January 1965 for methods of determining this ratio.

and 29th respectively, in current expense per pupil in average daily attendance.

The data in Table 2 list the 36 districts in order of their true valuation per pupil. In this table, we see that the Rye District ranks 9th among the 36 districts, and the Rye Neck District ranks 23rd in true valuation per pupil. The wide spread between the rank of the Rye District in valuation per pupil and in current expense per pupil is related in part to the tax limitation applicable to Rye as a city district. In so far as level of expenditures are indicative of level of educational services, availability of funds for support of schools is a pertinent aspect of the analysis of the proposal to merge the two districts. The foregoing will be analyzed in greater detail in pages which follow.

Table 2

1963-64 CURRENT EXPENDITURES PER PUPIL IN ADA AND TRUE VALUATION PER PUPIL IN ADA, SELECTED SCHOOL DISTRICTS

District	True Valuation per pupil		Current Expense per pupil	
	Amount	Rank	Amount	Rank
1.	$88,080	1	$ 1,541*	1
2.	60,262	2	1,321	2
3.	60,191	3	1,050	10
4.	58,820	4	882*	26
5.	58,763	5	936	19
6.	53,265	6	1,115	6
7.	51,199	7	1,101	8
8.	49,618	8	942	18
9. RYE	47,442	9	893	22
10.	47,103	10	1,111	7
11.	47,034	11	1,139	5
12.	45,640	12	965	16
13.	43,564	13	861	27
14.	43,402	14	1,067	9
15.	43,359	15	889	24
16.	42,615	16	1,158	4
17.	42,386	17	969	14
18.	42,173	18	1,035	11
19.	41,464	19	965	15
20.	41,045	20	892	23
21.	40,590	21	1,236*	3
22.	37,937	22	902	21
23. RYE NECK	37,790	23	857	29
24.	36,597	24	970	13
25.	36,032	25	960	17
26.	35,570	26	546	36
27.	35,084	27	1,007	12
28.	31,705	28	763	35
29.	31,273	29	838	30
30.	30,692	30	859	28
31.	29,721	31	918	20
32.	28,032	32	817	32
33.	27,200	33	829	31
34.	25,881	34	883	25
35.	25,624	35	803	33
36.	19,406	36	780	34

* Does not include tuition to other district's high school

Obtained from Westchester County Council of Chief School Administrators Report of 1964

CHAPTER II

PRINCIPLES AND ISSUES

The question of whether or not the Rye and Rye Neck school systems should merge depends upon the criteria or sets of values which are to be used in making such a decision. The trend is toward the reduction of the number of school districts in the United States. There were 127,649 school districts in the United States in 1932. This has been reduced by more than 75 percent. There were only 31,319 in 1963, less than half as many as existed 10 years earlier in 1953. There has thus been considerable experience throughout the country on the subject of reorganization of school districts. We review in this section the issues which have been found by experience to be of importance in analyzing a proposal for merging districts.

Benchmarks of an Educational System

Yardsticks or criteria used in deciding whether or not to combine or reorganize school districts are much the same as standards or guides to be used in judging the effectiveness of a school system in general. Citizens in either Rye or Rye Neck need first to ask themselves questions about the adequacy of their educational operation as it is and as it is likely to be with and without district reorganization. If districts of an area are performing the educational functions well at reasonable costs, reorganization is not necessary. On the other hand, if constituent districts cannot perform efficiently and effectively as they stand, then serious consideration should be given to reorganization.

The types of questions which citizens should ask concerning the basic effectiveness of their school district in facing up to the issue have been summarized in a recent publication of the American Association of School Administrators on School Administration in Newly Reorganized Districts.[1/]

Is the school district as it now exists:

- Securing and keeping high-quality teachers?
- Constructing and equipping the kind of buildings that teachers and pupils need to do effective work?
- Providing educational opportunities that meet the interests, needs, and abilities of all pupils; that encourage the weakest to do his best; and that stimulate and challenge the strongest until he develops his full potential powers?
- Employing high-quality administrative and supervisory leadership that holds the respect and confidence of pupils and teachers in the community and keeps the educational program in tune with the times?
- Making efficient use of equipment, personnel, and financial resources of the school district?
- Giving parents an opportunity to work to good advantage in helping to plan and direct the educational program?

Advantages of Merging School Districts

The major advantage of merging two or more districts relates to the essential purposes of a school district. Reorganization of school districts is justified

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[1/] American Association of School Administrators. School Administration in New Reorganized Districts. 1965 Washington, D.C.: the Association.

if it provides better opportunities for improving the quality and extending the scope of the educational program. Reorganization of school districts is further justified if it makes possible more efficient use of the school tax dollar and maximum utilization of facilities.

A comparison of answers to such questions as listed in the foregoing section, when applied to the hypothetical merged district, and when applied to existing districts is the basis for determining advantages of merger.

There is an additional criterion, decisions by citizens in any district should take into account requirements of other districts in close geographical proximity. In New York State, school district reorganization is guided by the general principle that education is a State function, even though responsibilities of local school government are delegated to local school districts.

There are no precise mathematical formulas for determining which criteria for district reorganization should receive most weight and how they can be evaluated. Experience with school district reorganization has established minimum standards for educational service. The two districts under consideration, Rye and Rye Neck, exceed such minimum standards. The issue thus becomes one of how to become better, not whether conditions are tolerable.

Precise research knowledge is not available on what types of sociological groupings or combinations of areas produce the best type of education. There has been an accumulating body of research that does indicate generalities showing that high quality and adaptable school systems tend to be in suburban areas and in areas with high enough property valuations behind each child so that local

budgets are adequate to pay the cost of good education. Beyond this, little is known about how to split up or combine areas to form school districts for the ultimate purpose of producing better education.

There is substantial information on record showing that individuals may use values at variance with the major consideration of best development of an educational program.

Bases for Resisting the Merging of School Districts

Resistance to the combining of school districts by those who favor retaining existing districts, is often based upon concerns such as the following:

1. That local control will be destroyed
2. That school facilities will be moved out of the neighborhood and children will be transported too far away from home
3. That vested interests, personal and financial, will be terminated
4. That parental influence on children will be seriously weakened
5. That school taxes will increase
6. That the level of services will decrease
7. That the close relationships between home and school will be destroyed
8. That the community will be seriously weakened or destroyed

It is assumed in what follows in this report that issues of personal interest, prejudice or fear should give way to the major issue of providing, at economical cost, an adequate educational service.

CHAPTER III

ENROLLMENT EXPECTATIONS

A basic statistic for anticipating the degree to which the two school districts alone or combined can satisfy criteria noted in the previous chapter, is a projection of the number of pupils to be educated. This has a bearing upon the possible grouping and organization of pupils in schools, the utilization of facilities, the new construction required and costs of the program.

Projection Methods

Projections of school enrollment have been made recently in each of the two school districts. A survey of the school building needs of the Rye Neck Public Schools made by Herbert A. Landry in March, 1963 in projecting enrollments for that school system, considered residential growth in that district, changes in family composition and trends in the enrollment patterns in public schools. Reports on enrollment projections and school building needs have been prepared by the Office of the Superintendent of Schools of the Rye City School District. These have taken into account the percentage of school-age pupils attending non-public schools, the analysis of school enrollment trends over the past several years and anticipated residential development within the school district.

A 1963 Rye City Development Plan prepared by the Rye City Planning Commission has further bearing on the enrollment future of the two districts. Using child-per-house data, the Planning Commission report for Rye indicated at full devel-

opment a public school enrollment of 1,570 in elementary grades, K-6, and 1,230 in high school grades 7-12 for the Rye School District.

A re-examination of these sources, an analysis of census information from both districts and analyses of survival rates of school children through the grades, has resulted in an independent projection of enrollments for the two districts, separately and the two combined.

The most recent information showing rates of in-migration of pupils at different ages in the two districts shows some differences between earlier reports. For instance, it appears as though the enrollment at full development, in terms of current trends in the City of Rye School District, would be somewhat higher than anticipated in the 1963 development plan. On the other hand, the projections made for the two school districts grade-by-grade by the survey staff generally agree with the projections made in the Landry study for Rye Neck and in the reports of the Office of the Superintendent of Schools for the Rye City School District.

Expected Enrollments

A set of projections were prepared for the two systems which are judged to be the most suitable ones for purposes of planning future developments in the Rye and Rye Neck area. These data are fall enrollments as of the beginning of each year. In the present analysis, projections have been carried forward to 1974. In view of available information, the figures for 1974 should be considered for all practical purposes as enrollments close to saturation levels for the two districts. There are not large amounts of available land for residential purposes in Rye and Rye Neck. The pressure

of population in southern Westchester, on the other hand, is so great that housing demands in this highly desirable part of the Metropolitan area means continued growth to full development.

It is indicated in Table 3 that enrollments in the Rye School District might increase by over 20 percent to a total exceeding 3,000 by 1974. Also, long-range growth in enrollment in the Rye Neck District of about 20 percent to a total of near 2,000 is to be expected. Thus, the two systems may be expected to grow, Rye to a level about half again as large in enrollment as Rye Neck.

Of considerable bearing upon the problem, is the projected enrollment for grades 10-12 in the two systems. It is generally considered desirable to have near 1,000 pupils in a senior high school program to be able to provide economically all of the highly specialized types of offerings required. Neither of the two systems are expected to have enrollments of this size in grades 10-12. On the other hand, the Rye City District, with an expected enrollment in grades 7-12 on the secondary level of over 1,300 will, without question, be in a position to have a large enough secondary enrollment to provide in one place what is considered a suitably large secondary school. As shown in Table 4, with about 900 pupils, the Rye Neck School District also will be approaching the level on grades 7-12 which is considered minimum.

Table 5a is the summary of Tables 3 and 4 for the combined Rye City and Rye Neck Districts. The grade organization in Table 5a is the same as in Tables 3 and 4, namely, this assumes the K-6-3-3 form of organization or the K-6-6 form of organization. As presently organized, the two school systems would likely follow the pattern of organization pretty much as now in use, namely, one which combines grades 7

Table 3

ACTUAL AND PROJECTED PUBLIC SCHOOL FALL ENROLLMENT

1959-1974 - RYE SCHOOL DISTRICT

Year	K-6	7-9	10-12	Total
1959*	1,313	515	484	2,312
1960*	1,315	542	454	2,311
1961*	1,322	530	455	2,307
1962*	1,354	569	506	2,429
1963*	1,403	561	545	2,509
1964*	1,454	551	562	2,567
1965	1,486	611	527	2,624
1966	1,536	601	569	2,706
1967	1,554	652	559	2,765
1968	1,608	638	619	2,865
1969	1,584	709	599	2,892
1970	1,609	701	636	2,946
1971	1,646	713	621	2,980
1972	1,689	666	686	3,041
1973	1,731	668	676	3,075
1974	1,773	679	683	3,135

* Actual fall enrollment

Table 4

ACTUAL AND PROJECTED PUBLIC SCHOOL FALL ENROLLMENT

1959-1974 - RYE NECK SCHOOL DISTRICT

Year	K-6	7-9	10-12	Total
1959*	825	355	301	1,481
1960*	816	393	280	1,489
1961*	915	367	323	1,605
1962*	895	383	340	1,618
1963*	905	388	386	1,679
1964*	913	400	355	1,668
1965	944	405	359	1,708
1966	969	413	358	1,740
1967	995	406	379	1,780
1968	990	451	382	1,823
1969	1,019	452	388	1,859
1970	1,045	461	384	1,890
1971	1,060	445	427	1,932
1972	1,070	468	427	1,965
1973	1,081	488	434	2,003
1974	1,091	497	419	2,007

* Actual fall enrollment

Table 5a

ACTUAL AND PROJECTED PUBLIC SCHOOL FALL ENROLLMENT

1959-1974, COMBINED RYE AND RYE NECK SCHOOL DISTRICTS

Year	K-6	7-9	10-12	Total
1959*	2,138	870	785	3,793
1960*	2,131	935	734	3,800
1961*	2,237	897	778	3,912
1962*	2,249	952	846	4,047
1963*	2,308	949	931	4,188
1964*	2,367	951	917	4,235
1965	2,430	1,016	886	4,332
1966	2,505	1,014	927	4,446
1967	2,549	1,058	938	4,545
1968	2,598	1,089	1,001	4,688
1969	2,603	1,161	987	4,751
1970	2,654	1,162	1,020	4,836
1971	2,706	1,158	1,048	4,912
1972	2,759	1,134	1,113	5,006
1973	2,812	1,156	1,110	5,078
1974	2,864	1,176	1,102	5,142

* Actual fall enrollment

through 12 in one secondary school facility. The type of distribution shown in Table 5a for the hypothetical combined district would not provide enough enrollment in either the junior high school grades or the senior high school grades to utilize the Rye High School physical plant. For this reason, an additional table was prepared, Table 5b, to represent a form of organization using a K-5-3-4 plan. Further reference to these tables will be made in subsequent chapters.

These data in Tables 3 through 5b are considered justifiable bases for projecting the educational requirements of the two districts.

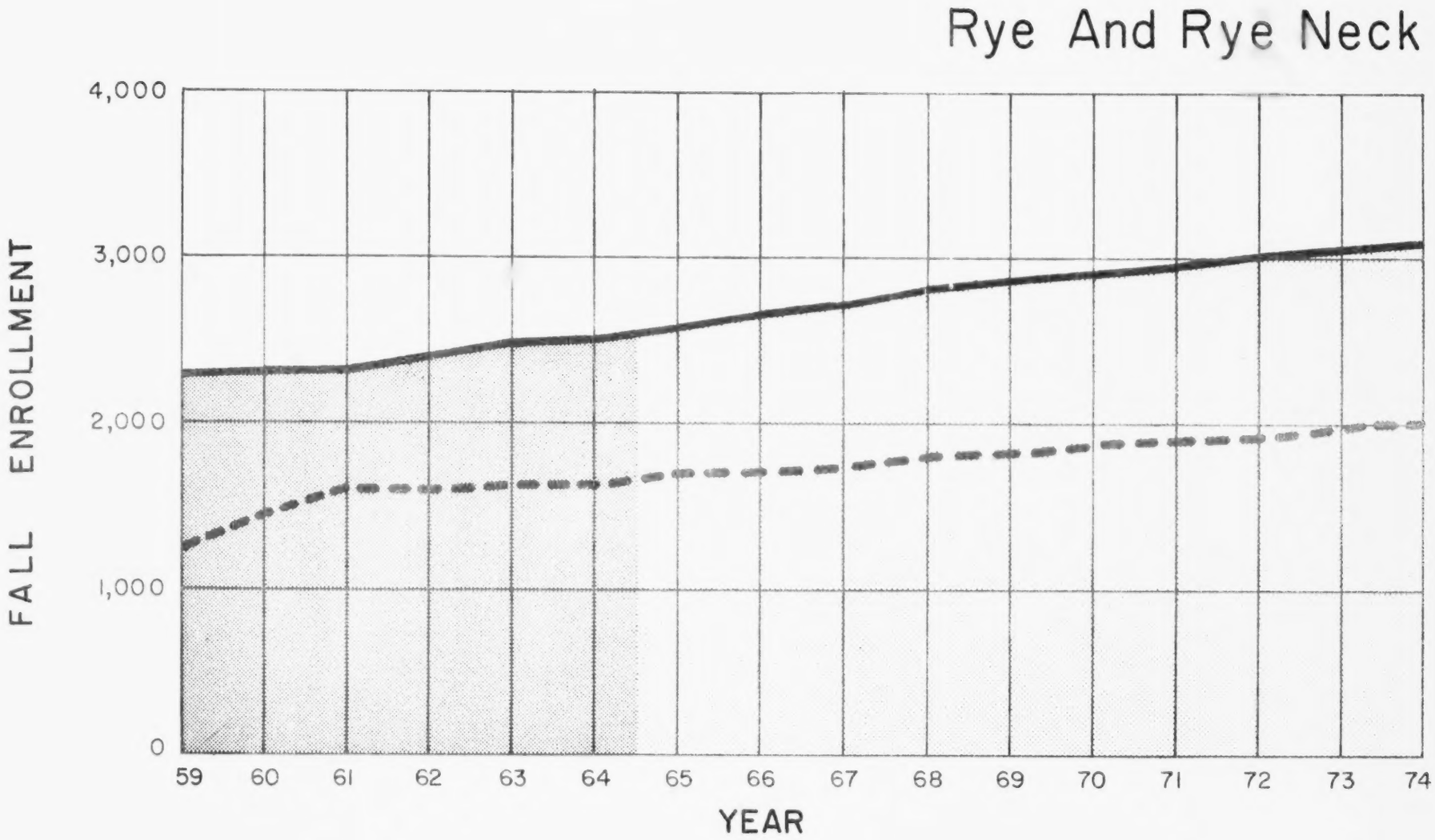
Table 5b

ACTUAL AND PROJECTED PUBLIC SCHOOL FALL ENROLLMENT

1959-1974, COMBINED RYE AND RYE NECK SCHOOL DISTRICTS

Year	K-5	6-8	9-12	Total
1959*	1,825	935	1,033	3,793
1960*	1,844	892	1,064	3,800
1961*	1,915	927	1,070	3,912
1962*	1,928	925	1,194	4,047
1963*	1,988	934	1,266	4,188
1964*	2,027	997	1,211	4,235
1965	2,100	990	1,242	4,332
1966	2,144	1,031	1,271	4,446
1967	2,170	1,069	1,306	4,545
1968	2,192	1,144	1,352	4,688
1969	2,235	1,146	1,370	4,751
1970	2,276	1,139	1,421	4,836
1971	2,323	1,119	1,470	4,912
1972	2,370	1,140	1,496	5,006
1973	2,413	1,161	1,504	5,078
1974	2,457	1,184	1,501	5,142

* Actual fall enrollment



Actual And Projected Fall Enrollments, K-12

RYE

RYE NECK

ACTUAL GROWTH

PROJECTED GROWTH

CHAPTER IV

EXISTING AND REQUIRED FACILITIES

Long-range plans of organization for the two alternatives of merged and separate organization of the two districts is desirable for purposes of comparison. These plans need not necessarily be those which would actually be recommended under the alternatives. The planning for the merged district needs to be comparable in many respects to plans for the separate districts. For this it is necessary to assume equivalence of such matters as average class size.

A later section will consider the educational program. This section of the report deals with the matter of grade organization and facilities, drawing upon the projections of enrollments outlined above.

Existing Facilities

It is not within the province of this survey to evaluate existing buildings. Estimates have been made for the two districts of requirements for renovation, addition and improvement of existing buildings in order to make them comparable and adequate for the educational program of the two districts. The study staff visited buildings for a general consideration of their future use and examined previous reports made available by the two school districts. A summary of pertinent information on the elementary school buildings in the two districts appears in Table 6.

It is to be noted that the Midland Annex is not included in this tabulation. It is considered below the standards which can be maintained for the remaining elemen-

Table 6

EXISTING ELEMENTARY SCHOOL BUILDINGS IN RYE CITY AND RYE NECK SCHOOL DISTRICTS

District and school	Year of construction and additions	Classrooms	Capacity*	Size of site in acres
Rye City				
Midland	1951	18 + 1K	490	8.0
Milton	1898, 1910, 1928	12 + 1K	340	7.0
Osborn	1957	12 + 1K	340	10.0
TOTAL of Rye City		42 + 3K	1,170	25.0
Rye Neck				
F. E. Bellows	1921, 1923	16 + 2K	480	4.5
Daniel Warren	1930, 1964	11 + 1K	315	4.5
TOTAL of Rye Neck		27 + 3K	795	9.0
COMBINED TOTAL		69 + 6K	1,965	34.0

*Computed as 25 pupils per elementary classroom, 20 for each of two kindergarten classes or 40 per kindergarten room.

tary school buildings and, for other reasons, should be eliminated in long-range plans. Since it is not possible to provide facilities without overcrowding in the near future without using the annex, it will need to be retained in use until such time as construction of new facilities is possible. Its rated capacity is 165 pupils.

A rule-of-thumb standard for size of elementary school sites is five acres plus one acre for each 100 pupils enrolled. It is to be observed that the Osborn School is the only school with a site adequate for future addition.

For purposes of this study, the capacities of the Rye High School and the Rye Neck High School have been taken as 1,350 and 750 respectively. These were the capacities used in the New York State study "Long-Term Financial Plan, Rye-Rye Neck Proposed Reorganization, 1964-65 through 1969-70".

A Hypothetical Long-Range Plan for the Merged District

As a basis for the preparation of a 1969-70 budget for a hypothetically merged system consisting of the two existing districts of Rye and Rye Neck, a K-5-3-4 grade organization scheme was assumed. It was judged to be most educationally acceptable and at the same time most economical in utilization of existing facilities. The Rye High School would become a four-year senior high school, housing grades 9-12, and the Rye Neck High School would become a middle school housing grades 6-8.

In order to determine new school building construction, a comparison is made of capacities of buildings and the enrollments reported in Table 5b. This appears in Table 7 for the hypothetically merged district. Although the objective is an analysis of financial and other implications as of the year 1969-70, these projections have

Table 7

ADDITIONAL FACILITIES NEEDED, RYE AND RYE NECK SCHOOL DISTRICTS COMBINED, TEN-YEAR PLAN

	Projected enrollment and excess over capacity					
	K-5		6-8		9-12	
Year	Total	Excess	Total	Excess	Total	Excess
(1)	(2)	(3) a/	(4)	(5) b/	(6)	(7) c/
1964-65	2,027	62	997	247	1,211	---
1965-66 d/	2,100	135	990	240	1,242	---
1966-67 d/	2,144	179	1,031	281	1,271	---
1967-68 e/	2,170	205	1,069	319	1,306	---
1968-69 f/	2,192	227	1,144	394	1,352	2
1969-70	2,235	270	1,146	396	1,370	20
1970-71	2,276	311	1,139	389	1,421	71
1971-72 g/	2,323	358	1,119	369	1,470	120
1972-73 h/	2,370	405	1,140	390	1,496	146
1973-74	2,413	448	1,161	411	1,504	154
1974-75	2,457	492	1,184	434	1,501	151

a/ Over existing capacity of 1,965 in elementary buildings

b/ Over Rye Neck High School of 750 capacity

c/ Over Rye High School of 1,350 capacity

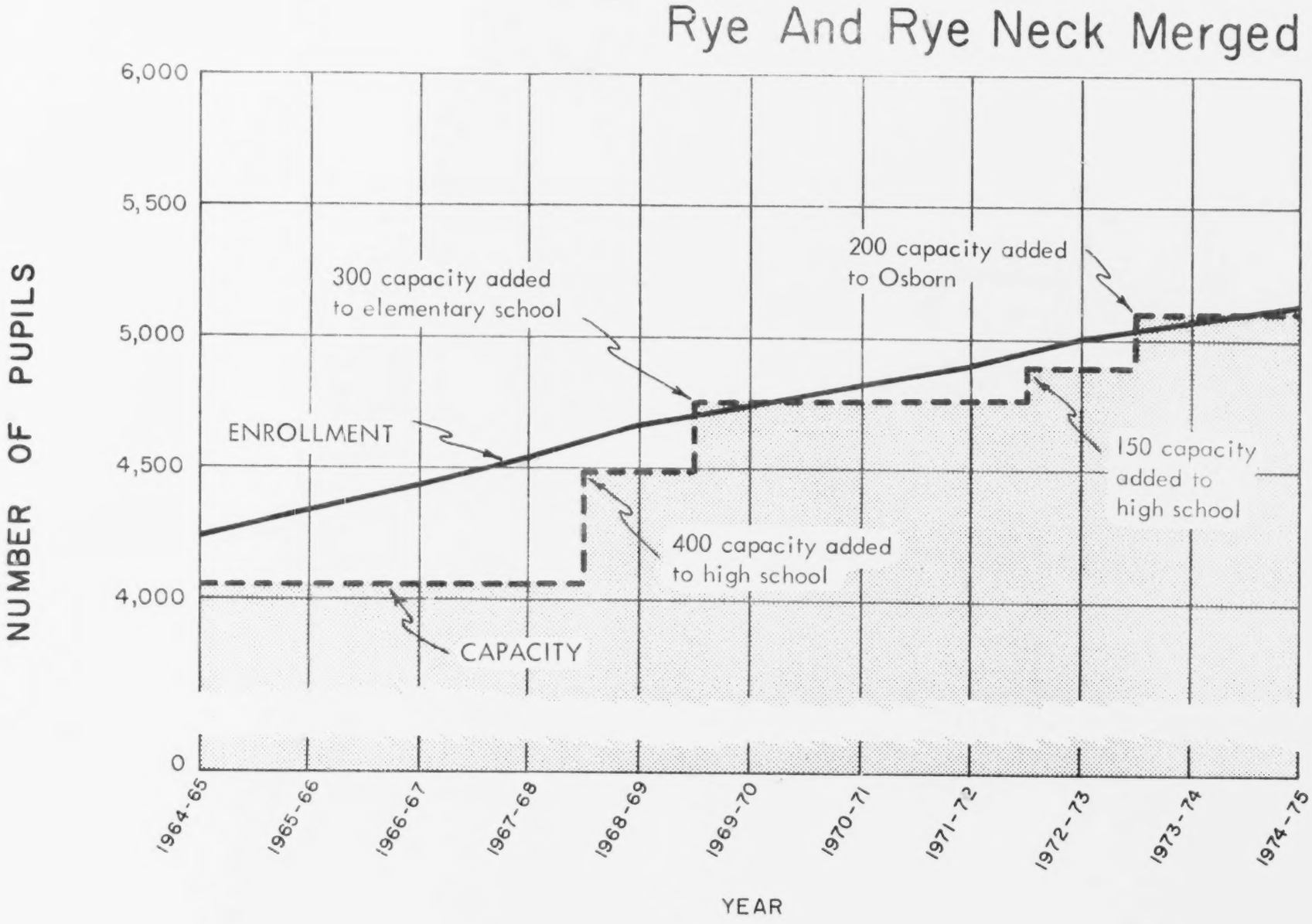
d/ Retain Midland Annex rated at 165 capacity and hold some 6th grades in elementary schools during transition

e/ Complete addition to Rye Neck High School, increasing by 400 capacity

f/ Complete 300-pupil capacity, expandable new elementary school

g/ Complete addition equivalent of 6 classrooms to Rye High School

h/ Re-examine enrollment and project at this time beyond 1974 and determine necessity of adding 200 capacity to Osborn and/or new elementary building completed 1968



Projected Enrollment And Assumed School Building Capacity

been carried through to 1974 as a means of realistically viewing the possible future requirements as the area approaches full development in population.

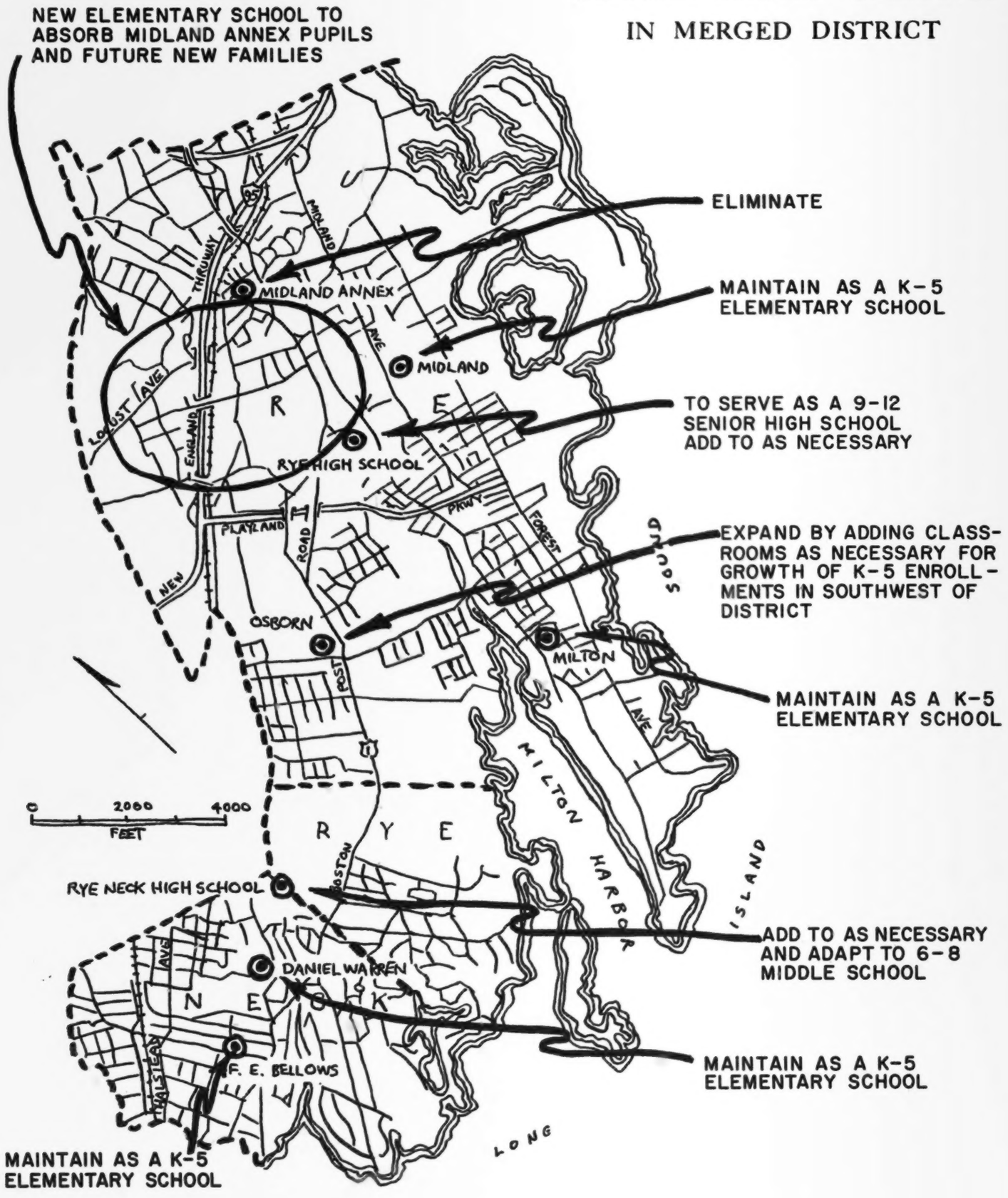
Because of deficits in space for elementary schools for the first two years of such a merger, it would be necessary to continue use of the Midland Annex. Since capacity computations used are "optimum" it is acceptable to exceed them by approximately 10 percent. It would not be possible to have available new construction under this or other plans before the fall of 1967-68.

To implement such a plan, it would be necessary in 1965-66 to develop plans and issue bonds for the construction of an addition to the Rye Neck High School increasing its capacity by 400. This would be needed for expected enrollments by the year 1967-68. Also, a total of $260,000 is assumed necessary for additions, modernization and improvements of existing buildings to make all elementary schools comparable as of 1967-68.

In the year 1966-67, a bond issue and planning is indicated for a 300-pupil capacity elementary school. Beyond the year 1969-70, it may be necessary to add to the Rye Senior High School and to provide additional elementary classrooms as indicated in Table 7. Between now and 1969-70, the estimated construction cost would be as follows:

Addition to Rye Neck High School increasing its capacity to 1,150, to be completed by fall of 1967	$1,000,000
Improvements to existing buildings	260,000
Completion of a 300-pupil capacity elementary school by the fall of 1968	750,000
Total	$2,010,000

ASSUMED SCHOOL BUILDINGS IN MERGED DISTRICT



RYE & RYE NECK SCHOOL DISTRICTS

— — SCHOOL DISTRICT BOUNDARY

Educational Research Services, Inc.

In the foregoing estimates, it is assumed that construction would cost $20 per square foot and that 100 square feet per pupil would be adequate for both the Rye Neck High School addition and the construction of the new expandable elementary school. It is assumed further that equipment, site development and fees would amount to an additional cost of 25 percent of construction cost. This does not include site acquisition which may be expected to cost $75,000.

The estimated debt service in 1969 on 20-year bonds at 3-1/4 percent interest would be as follows:

1965-66 issue of $1,260,000	$ 86,700
1966-67 issue of $750,000	51,600
Total Debt Service	$138,300

A Comparable Plan for the Rye City District

For study purposes an additional organization and construction schedule for the Rye School District alone appears as Table 8. This organization is comparable to that for the merged district in that the same statistical decisions were used in projecting additional construction needs. The grade organization plan differs however. If the Rye School District continues alone it would be necessary to make full use of the Rye High School by including in it grades 7-12.

The required construction between now and 1969-70 would be a 400-capacity elementary school. Also, as has been estimated by the Office of the Superintendent of Schools, spaces would need to be added to existing elementary school buildings and other improvements which would cost $140,000. The elementary school

Table 8

ADDITIONAL FACILITIES NEEDED, RYE SCHOOL DISTRICT ALONE, TEN-YEAR PLAN

	Projected enrollment and excess over capacity			
	K-6		7-12	
Year	Total	Excess	Total	Excess
(1)	(2)	(3)[a]	(4)	(5)[b]
1964-65	1,454	284	1,113	---
1965-66	1,486	316[c]	1,138	---
1966-67	1,536	366[c]	1,170	---
1967-68[d]	1,554	384	1,211	---
1968-69	1,608	438	1,257	---
1969-70	1,584	414	1,308	---
1970-71	1,609	439	1,337	---
1971-72	1,646	476	1,334	---
1972-73	1,689	519	1,352	2
1973-74	1,731	561	1,344	---
1974-75[e]	1,773	603	1,362	12

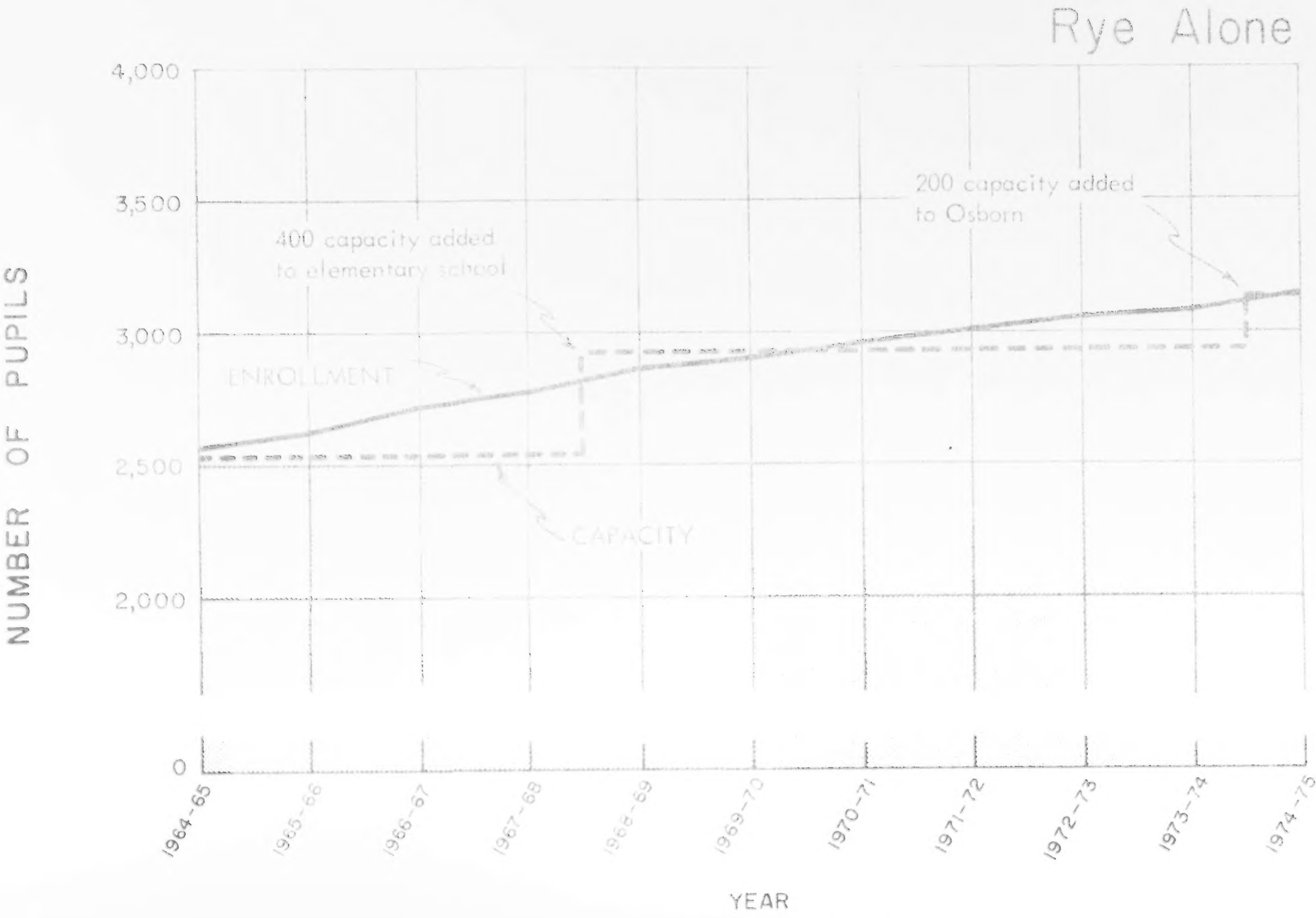
[a] Over capacity of 1,170 not including Midland Annex rated at 165 capacity

[b] Over capacity of 1,350 of Rye High School

[c] Continue use of annex

[d] Have completed new elementary school of 400 capacity

[e] Complete addition to Osborn or construct first unit of new elementary school (200 capacity) as required



Projected Enrollment And Assumed School Building Capacity

is assumed to require 40,000 square feet of floor area at $20 a square foot plus 25 percent for site development, fees and equipment. This would amount to $1,000,000.

The total bond issue which would be required in 1965-67 to implement this program would be $1,140,000. By 1969 therefore, there would be added to existing debt service the debt service for this bond issue which, at 20 years and 3-1/4 percent is estimated to be $78,400.

A Comparable Plan for the Rye Neck District

The comparable plan assumed for the Rye Neck District is outlined in Table 9. As in the case of Rye, it is assumed that the organization would be a K-6-6 organization to make best utilization of existing facilities. It is evident that it would be necessary to add elementary school facilities and add to the capacity of the Rye Neck High School.

Using comparable cost estimates, $625,000 would be required in a 1965-66 bond issue for a new expandable elementary school unit. In addition an estimated $120,000 would be needed to improve facilities in both the Bellows and the Warren schools. Thus a total bond issue of $745,000 would be required in 1965-66. Assuming 120 square feet per pupil and 150-pupil capacity addition to the Rye Neck High School and high school construction costs at $21 per square foot, the addition to the Rye Neck High School would cost $472,500, allowing 25 percent for costs other than construction.

By 1969, the added debt service due to new construction for the Rye Neck District would be as follows:

Table 9

ADDITIONAL FACILITIES NEEDED, RYE NECK SCHOOL DISTRICT ALONE, TEN-YEAR PLAN

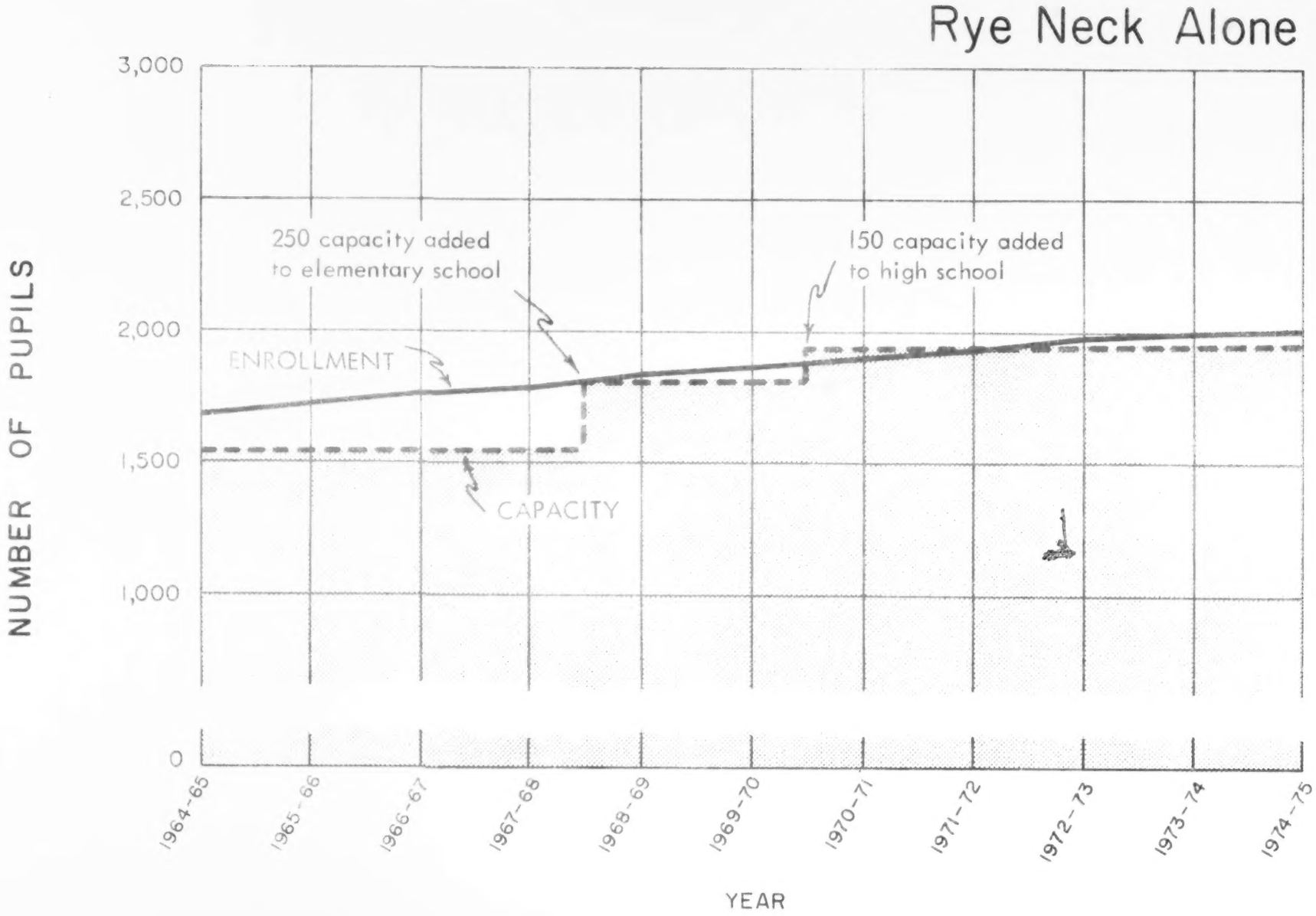
	Projected enrollment and excess over capacity			
	K-6		7-12	
Year	Total	Excess	Total	Excess
(1)	(2)	(3)[a]	(4)	(5)[b]
1964-65	913	118	755	5
1965-66	944	149	764	14
1966-67	969	174	771	21
1967-68[c]	995	200	785	35
1968-69	990	195	833	83
1969-70[d]	1,019	224	840	90
1970-71	1,045	250	845	95
1971-72	1,060	265	872	122
1972-73	1,070	275	895	145
1973-74	1,081	286	922	172
1974-75	1,091	296	916	166

[a] Over capacity of 795 in elementary buildings

[b] Over capacity of 750 in Rye Neck High School

[c] Have new expandable elementary school completed with capacity of 250

[d] Have capacity of high school brought to 900 by adding 150 capacity



Projected Enrollment And Assumed School Building Capacity

1965-66 issue of $745,000	$51,200
1967-68 issue of $472,500	32,500
Total Debt Service	$83,700

Pertinent Implications

By comparing the alternative of merger with the alternative of the two districts continuing alone, it should be observed that the merger plan is to be preferred from the standpoint of the area as a whole. Up to 1969, the total construction cost for the service of all of the public school children in the two districts, would be approximately one third million dollars greater than the merger plan if independent operation of the two districts continues. Therefore, the area would have a burden of larger construction costs and as a whole larger debt service costs by 1969. Also, it would be necessary to find sites for two elementary schools to serve the two districts independently. This may mean the necessity of forcing more land off the tax rolls for school site purposes. Finally, the nature of the organization would in general permit the development of an outstanding educational program with merger. A senior high school of sufficient size would be contemplated in the present Rye High School building, one which would have enough students in grades 9-12 to properly accommodate the needs of various components of the high school population. The possibilities of the development of a middle school for grades 6-8 with enough enrollment to develop programs in these grade levels to help provide a good transition from elementary school to the increasing pressures of learning at the secondary level is another consideration. Aspects of the educational program will be considered in subsequent sections of this report.

CHAPTER V

EDUCATIONAL IMPLICATIONS

There is no serious criticism to be made of the educational operation of the two school systems. In fact, there is much to be commended in what the Rye and Rye Neck school systems have been attempting to do in keeping up with the educational requirements of their respective populations. The purpose of this report is to compare alternatives, the alternatives of merging or staying as is, not to evaluate the educational program. It is pertinent to examine possible effects of merger on opportunity for maintaining existing levels of educational service and opportunity for continued improvement.

The Impact of Organization and Structure

In the final analysis, the worth of an educational enterprise is the effect which the educational experience has upon the learners. The products of a successful school system are children, youth and adults who are maximally equipped with intellectual capabilities to adapt to the society in which they live. There is a devious sequence of events from the time a pupil in school is exposed to a learning experience to the time or times that this proves effective or ineffective in making for him a better life. For this reason, the ultimate criterion is remote and hard to measure.

Short of this, an educational operation can be evaluated in terms of the growing experience and scientific knowledge about the kind of learning exposures human beings should have in order most likely to achieve educational purposes. In

other words, quality education can be roughly identified by examining curricular offerings, the range of learning experiences available and the strategies used in determining which pupils should be exposed to them and when. The worth of an educational system is in great part to be judged by the instructional program itself, in conventional terms, the situation existing in the classroom.

Often overlooked are conditions of the setting, the framework of organization, structure and administrative service which are influential in establishing the desirable conditions for learning experiences. A school system of sufficient size finds it possible to provide enough non-teaching administrative staff to divide labor and assign specialists to cover various aspects of the operation of an educational program. A school system of 2,000 to 3,000 enrollment, for instance, cannot afford to have a full-time elementary school supervisor or an assistant superintendent for elementary education or a full-time professionally qualified staff for research and development in the areas of curriculum and instruction except at great expense.

The likelihood of a school system offering the right exposures to learning at the right time to each individual is determined in part by the extent to which the school system is tooled up for proper execution of many functions of planning, directing, coordinating and supervising. The learning situation is not likely to be best if there is not the administrative structure which will provide such management activities as will result in attracting and holding highly qualified teachers, in providing services to assist teachers, in providing suitable physical environment for learning or in managing the business of the school system so that services are provided economically.

The typical school system with enrollment which provides enough pupils

for only one high school is likely to afford only one top administrator. The superintendent of schools of a small district is called upon to be a jack-of-all-trades, an expert in the recruitment and selection of teachers, an expert in instructional supervision, an expert in business affairs and finance, an expert in curriculum development and research, just to mention a few. The two school districts now have minimum staffing in the sense that each has a superintendent and a business manager. In addition, each has principals of schools responsible for some of the functions of management and planning and one or more professional specialists, with or without teaching responsibilities, assigned administrative responsibilities as "director" of some activity.

Under the existing situation, therefore, looking at the area as a whole, there is considerable duplication of effort on the administration and management side of the educational operation. No statistical computations are required to show that with the same financial resources for administration pooled in a merged district, it should be possible to come up with more results. A consolidated business office with one set of accounts could produce the same results at less cost or, with resources equivalent to those existing in the two districts, better results.

A combined system could afford one superintendent of schools, a business manager and two additional assistant superintendents in the central office to specialize in the many affairs of planning, coordinating, directing and controlling the development of the school program. From the standpoint of administration and management, there is thus without question, advantages in favor of the merged district.

Educational Services in General

Both school districts, located in Westchester County, a high income level area, are supporting educational programs at high dollar levels per pupil compared to the United States as a whole. The effect of this may be seen in statistical indicators reflecting conditions of quality education. The two districts are well within the top 10 percent of school systems in the United States in expenditure per pupil, though below the average of school systems in the Westchester County area. It is to be expected that they would show up well in the number of teachers provided, in salary levels, in size of classes, the extent of special services and variety of curricular offerings.

Both school systems have been responsive to emerging developments in education. They have made consistent improvements in subject matter offerings and have explored new methods of organizing for instruction and using new instructional media. However, each has identified needs for additional services to the educational program which could be justified for the improvement of that program. Some of these needs are for more guidance and psychological services; personnel for coordinating the curriculum and articulating the programs in elementary and secondary levels; providing special teachers of art, music, remedial reading, speech correction, and physical education, driver education; staffing with adequate librarians; and providing adequate school nurses for health service.

The Situation in the Rye School District

The advantages of merger have been accepted by the citizens of the Rye Neck School District. The situation there is obviously on the side of merger. The Rye

Neck School District is small in geographical area, its boundaries restrict its potential future growth. Its outlook for financial resources in proportion to school population is low. Smaller than Rye in enrollment, its difficulties in providing special services are more apparent.

The condition however, in Rye City is not greatly different, particularly because of its restriction to a local tax limit of 1-1/2 percent of a five-year average of true valuation. Since the year 1962-63, this district has exhausted local resources under the limit. During the past two years it has had no local tax margin.

The Rye City School System had a cooperative review of its instructional program during the year 1962-63 by the New York State Education Department.[1/] An examination of this report reveals many commendations; also, many recommendations for further improvement of the school system. These have been studied by the professional staff of the Rye schools and recommendations have been made for steps to be taken in the instructional program to implement the State Education Department review.

In preparation for the 1965-66 Rye City School District budget, there are several specific items relating directly to the instructional program which might or might not be possible because of limitations on funds to be derived from local revenues. These are over and above an estimated shortage of $171,900 required to maintain the program as of the current year. An additional sum of over $190,000 would be required for the following items:

1/ See the University of the State of New York, The State Education Department, Cooperative Review Service. The Instructional Program in the Public Schools of Rye. 1963

Elementary

One Reading Specialist
One Art teacher
One Physical Education teacher

Secondary
One Math teacher
One Science teacher
One-third Spanish teacher
One Music teacher
One Driver Education teacher
One Librarian
Two-fifths Library Clerk

Guidance
One Secretary
One Counselor on duty for two weeks in summer

Psychological Services
Two-fifth Psychologist

Health Services
One and one-tenth Nurse

Corrective speech
One Speech teacher

There are two respects in which this situation is pertinent to the subject of merger. In the first place, as Superintendent Grimes has indicated, one solution to the budget squeeze of Rye is to merge in order to get out from under the 1-1/2 percent local tax limitation. In other words, merger would release the Rye District from a restriction preventing it from having available the financial resources to implement its educational goals. In another respect, it is of significance since through merger, adequate staffing ratios may be maintained for various services such as psychological services and health services at less cost by the pooling of fractional requirements of two-fifths of a psychologist or one-tenth of a nurse to meet the requirement. Moreover, in

small districts the necessity of fractional assignments for such activities as guidance part-time and teaching part-time, often necessary in a small school system, is not as likely to produce as effective service as can be achieved by being able to make full-time assignments of specialists. This point is more apparent with reference to the staffing of teachers.

Class-Size, Educational Program and Staffing

The efficiency and effectiveness of an educational program is related to the assignment of teachers and pupils to classes. As presently organized, the two school districts are maintaining, on the average, an elementary school class size which should be conducive to an adequate amount of teacher-time to individual pupils.

The distribution of elementary school class sizes for this year for the two districts appears in Table 10. The average class size in each district is approximately 25, a size considered educationally desirable. On the other hand, as the distribution will show, it is necessary for each school system to have some very small classes with 20 or fewer pupils and some large ones with as many as 30 pupils or even more. Because of the restricted geographical territory covered by the two districts as separate districts, there is no possibility under present conditions of joint planning so as to distribute schools and to plan attendance areas that will provide the distribution of pupils in classrooms and teachers in a way which would eliminate the unnecessarily small classes at the expense of the large ones. In other words, there would be a potential advantage in the combination of the two districts in organizing elementary school instruction so as to maintain a desirable average class size and at the same time eliminate

Table 10

DISTRIBUTION OF ELEMENTARY CLASS SIZE-1964-65,

RYE AND RYE NECK SCHOOL DISTRICTS

Class size	Rye	Rye Neck
33-34	--	1
31-32	2	2
29-30	6	1
27-28	11	1
25-26	13	16
23-24	10	9
21-22	6	5
19-20	6	1
17-18	5	--
15-16	--	--
13-14	--	--
11-12	--	--
Fewer than 11	1	--
Total	60	36
Median	24.8	24.8

unnecessarily large class groups.

On the secondary school level a combined district could maintain present educational offerings with fewer teachers as the following analysis will show.

Description of Existing Secondary School Program - 1964-65

The program of offerings in the Rye and Rye Neck High Schools are similar in nature, both following to a great extent the State syllabus. There are, however, variations in curricular offerings due in part to the difference in size between the two schools. A brief comparative review of the major offerings in the two schools helps place the situation in perspective, and forms a basis for drawing some generalizations: Speech, Reading, and Physical Education are not included in the discussion immediately following.

Art. Seventh and eighth grade exploratory courses in Art are offered in both schools. A major sequence in Art in Rye includes Art I, Art II, and an Art III and IV combination course; in Rye Neck, Basic Art and Advanced Art constitute a similar program. Rye offers an elective in Art Appreciation for high school students; Rye Neck has an elective in Creative Crafts.

Business Education. Courses in Typing I, Personal Typing, Shorthand I, Shorthand II, Transcription, Secretarial Practice, Business Arithmetic, Business Law and Introduction to Business are offered in both high schools. Rye Neck offers courses in Salesmanship and Management which Rye does not. Rye has Office Practice and Bookkeeping which are not offered in Rye Neck.

English. Both schools have a heterogeneously grouped English program

in the seventh and eighth grades. At the ninth grade level, Rye and Rye Neck begin honors sections for the more able students, which continues up through the twelfth grade. Rye Neck also has a slow track in English for the less able in grades nine through twelve.

Foreign Languages. Spanish, French, and Latin are the languages taught in both schools. Instruction in Spanish and French may begin in both schools at either the seventh grade or the ninth grade. Students taking French and Spanish in the seventh grade in Rye Neck go on to French I in the eighth grade, take the French II Regents at the end of the ninth grade, and continue the sequence to French IV, if they wish. French and Spanish students in Rye who begin instruction in the seventh grade, continue in their advanced track in the eighth grade. They take advanced French or Spanish I and II in the ninth and tenth grades, skip French or Spanish III, and go into honors sections in French or Spanish IV and V in the eleventh and twelfth grades. The traditional four-year program in French and Spanish begins in the ninth grade in both schools. Honors sections are provided in Rye.

Rye Neck offers Latin to seventh graders who go on to Latin I in the eighth grade. Eighth graders in Rye may take Latin and then go on to Latin II in the ninth grade. Both schools offer four years in Latin beginning in the ninth grade. In addition, Rye offers a two-year sequence to students not interested in taking the Regents Exam.

Home Economics. Exploratory courses in Home Economics are provided for girls in both schools in the seventh and eighth grades. Rye Neck offers advanced courses in Foods and Nutrition, Psychology, and Sociology. Rye has Home Economics

1, 2, 3, 5, Clothing Construction and Consumer Problems.

Industrial Arts. While seventh and eighth grade girls are taking Home Economics, the boys are engaged in Industrial Arts. Beyond the eighth grade, Rye and Rye Neck both have courses in General Shop and General Metal. Additional Rye Neck offerings, not shared by Rye, are: General Electricity, Shop Drawing, and Shop Math. Rye has a course in General Wood Shop.

Mathematics. In both schools, the regular Regents sequence of study is the most popular. This is comprised of Math 7, Math 8, Elementary Algebra, Math 10, Math 11, and Math 12. Rye Neck has an accelerated program in which one section of seventh graders takes Math 7 and 8 in one year; they then take Elementary Algebra in the eighth grade, Math 10 in the ninth grade, Math 11 in the tenth grade, Math 12 in the eleventh grade, and Calculus in the twelfth grade. Rye does not have an accelerated program, but does have honors and advanced sections in grades nine through twelve. The honors sections receive enrichment beyond the regular Regents course; advanced sections are slightly faster than the honors sections.

Rye offers a non-Regents sequence in mathematics in grades nine through twelve. Rye Neck has a year-long eleventh grade class in Intermediate Algebra intended for average students who might find it difficult to keep up with the pace in Math 11.

Mechanical Drawing. Both schools have Mechanical Drawing 1. Rye also offers Mechanical Drawing 2a, 2b, and 3. Rye Neck has a second course in Sheet Metal Drawing. Architectural Drawing is offered in Rye, with courses in Architectural Drawing 4a, 4b, 7, 8, and Related Architectural Drawing.

Music. Exploratory Music is taken by seventh and eighth graders in both schools. Rye offers advanced courses in Music Appreciation and Music Theory. Both schools have junior and senior high bands, senior high orchestras, and senior high choruses. Rye has a junior high orchestra and chorus.

Science. The greatest variation between the schools in curriculum occurs in the area of science. Both schools have General Science in the seventh and eighth grades. In Rye Neck, the Regents sequence offers Biology in the ninth grade, Chemistry in the tenth grade, and Physics in the eleventh grade. B.S.C.S. Biology and Advanced Science may be taken by able students in the ninth and twelfth grades, respectively. Non-academic students take General Biology in the ninth grade, and may take Applied Chemistry in the eleventh or twelfth grade if they wish.

In Rye, the Regents sequence is comprised of General Science in the ninth grade, Biology in the tenth grade, Chemistry in the eleventh grade, and Physics in the twelfth grade. Advanced science sections are provided in the seventh and eighth grades, Biology, and Chemistry; there are honors classes in the ninth grade, Biology, Chemistry, and Physics. Similar to mathematics, the honors sections are faster than the Regents classes, and the advanced classes faster than the honors. A course in B.S.C.S. Biology is also offered.

Social Studies. Social Studies 7, 8, and 9 are similar in both schools. Rye has an honors class in Social Studies 9. The usual senior high school sequence in Rye Neck is World History in the tenth grade, American History in the eleventh, and Problems of American Democracy in the twelfth. In the eleventh grade, there are, in addition to the regular classes, honors classes and non-academic classes in American

History. Able seniors may elect the course in Comparative Government instead of taking Problems of American Democracy.

There are two high school sequences in Social Studies in Rye. Students who have World History in the tenth grade, go on to take American History 1 and 2 in the eleventh and twelfth grades, respectively. In this sequence, there are honors classes in the tenth and eleventh grades. Students not taking social studies in the tenth grade take World History in the eleventh grade and American History in the twelfth. There are honors sections in both of these courses.

Social studies electives are offered at Rye in World Problems and Humanities.

Some Generalizations Regarding the Existing Secondary School Program

1. For their size, both schools offer a broad program of studies.

2. Rye has a wider variety of offerings than Rye Neck in the special areas of Art, Music, Home Economics, Mechanical and Architectural Drawing.

3. Both schools are on somewhat of a par in their offerings in Business Education, English, Foreign Languages, Industrial Arts, Mathematics, Science and Social Studies.

4. Rye appears to place greater emphasis on honors and advanced courses than does Rye Neck. Rye has 47 honors sections, and Rye Neck has 23. This represents 16.8 percent of all Rye's classes, as opposed to 11.0 percent of the classes in Rye Neck.

5. Rye Neck mades greater provision than Rye for the slow students in academic subjects, primarily in English, Social Studies, Science and Mathematics. Rye Neck has 12 slow sections, representing 5.7 percent of all classes; Rye has seven slow sections, which is 2.5 percent of classes.

6. Rye Neck, although not having as many honors sections as Rye, has more accelerated programs. Both schools accelerate in the languages. In addition to this, Rye Neck has an accelerated Mathematics and semi-acceleration in Science.

Investigation of High School Class Size Statistics

One of the luxuries of small high schools, and at the same time one of the costs, is the proliferation of small classes. This seems to be a necessity if a wide variety of offerings is to be made available for students, with different interests and needs, in a comprehensive high school. The difficulty of scheduling students into a limited number of sections in a course adds to the problem. The advisability of having small classes of between 20 and 30 students will not be argued. Classes, however, which have 5, 10, or 15 students in them can be of questionable educational value in comparison with the 20 to 30 classes, with the possible exception of workshop or laboratory classes.

Existing High School Class Size Situation - 1964-65 (see Table 11).

Excluding speech, reading, and physical education, the average class size for Rye and Rye Neck combined is 21.1. The figure for Rye is slightly higher, 21.8, and somewhat lower for Rye Neck, 20.2. An investigation of the separate subject areas shows that the specialized areas of Art, Business Education, Foreign Languages, Home Economics, Industrial Arts, and Mechanical Drawing have average class sizes which are considerably below the over-all average.

In other areas, English, Mathematics, and Science, for example, there is often a considerable difference between the class with the largest size and the class with the smallest size in a particular course offering. This is no doubt due to difficulties of scheduling students into courses with a limited number of sections.

The average class size for honors and advanced classes is 18.4 in Rye and 19.3 in Rye Neck, both lower than the over-all average. For the slow sections,

Table 11

SUMMARY OF CLASS SIZE STATISTICS - RYE-RYE NECK HIGH SCHOOLS

Subject areas	Existing situation, 1964-65									Reasonable situation if consolidated, 1964-65 with programs of both high schools remaining the same				
	No. of sections			No. of students			Average class size			No. of sections		No. of students	Average class size	
	R	RN	Total	R	RN	Total	R	RN	Total	R-RN	Difference	R-RN	R-RN	Difference
Art	15	9	24	323	175	498	21.5	19.4	20.7	22	- 2	498	22.6	+1.9
Business Education	16	15	31	281	243	524	17.7	16.2	16.9	24	-7	524	21.8	+4.9
English	47	38	85	1,167	762	1,929	24.5	20.1	22.7	77	-8	1,929	25.1	+2.4
Foreign Languages	46	28	74	832	565	1,397	18.1	20.2	18.9	60	-14	1,397	23.3	+4.4
Home Economics	10	9	19	102	88	190	10.2	9.8	10.0	14	-5	190	13.5	+3.5
Industrial Arts	9	11	20	163	137	300	18.1	12.5	15.0	20	0	300	15.0	0
Mathematics	38	26	64	981	587	1,568	25.8	22.6	24.5	63	-1	1,568	24.9	+ .4
Mechanical Drawing	6	3	9	75	15	90	12.5	5.0	10.0	7	-2	90	12.9	+2.9
Music	9	8	17	143	272	415	15.9	34.0	24.4	18	+1	415	23.1	-1.3
Science	38	26	64	928	583	1,511	24.4	22.4	23.6	64	0	1,511	23.6	0
Social Studies	46	36	82	1,126	800	1,926	24.5	22.2	23.5	77	-5	1,926	25.0	+2.8
Total	280	209	489	6,104	4,227	10,331	21.8	20.2	21.1	446	-43	10,331	23.2	+2.1

Rye has an average class size of 22.3, higher than the total average, and Rye Neck's slow classes average 17.6, considerably lower than the total average.

The over-all average class size in both schools appears to be a favorable situation, but disparities of average class size among the subject areas, and of class sizes among classes in the same subject and in honors and slow classes invites further attention.

Hypothetical Class Size Situation if Rye-Rye Neck High Schools were Combined - 1964-65 (see Table 11). In a hypothetical combination of the two high schools, the programs of offerings of both schools as of 1964-65 were left intact. Specific subjects which are common to both schools were combined, the numbers of students involved were added together, divided by the existing number of sections, and an average class size was computed. In instances in which the average class size appeared to be unreasonably low, the numbers of sections were adjusted and a new average class size obtained. Honors and slow and regular sections were kept in their separate categories. For example, there are five Typing I sections in Rye and two in Rye Neck, with a total of 142 students and an average class size of 20.3. If the number of sections were reduced to six, the average class size would be 23.7, a hypothetically reasonable situation.

There are many courses offered by one school and not the other, and vice-versa. These were retained in the analysis and were used to compute the adjusted average class sizes. Rye, for example, has nothing comparable to the General Electricity course in Rye Neck with 13 students. In the hypothetical combination of the two schools this course remained with 13 students enrolled.

The net result of this statistical exercise is a school with 43 fewer sections (9 or 10 teachers) and an average class size of 23.2, 2.1 higher than the combined separate schools. In proportion to the number of students enrolled, this has most effect on the subject areas of Business Education, Foreign Languages, Home Economics, Mechanical Drawing, and Art. If the two schools were actually combined, however, it is to be expected that a consolidated curriculum would emerge to take full advantage of the combination of resources. This would further decrease the number of sections.

The Curriculum of a Consolidated High School

The Rye School District is currently engaged in curriculum study and revision. The third draft of the proposals has been submitted to the faculty for approval, and if adopted by the Rye Board of Education would go into effect in September, 1965. The draft of these proposals represent forward looking curriculum provisions. There are electives in almost every area. The academic program provides tracks for the non-academic, regular, honors, and accelerated students. A new language has been added, and a broad program for the non-college-bound students has been provided.

If Rye should choose to "go it alone" with this program, problems of small class size, adequate numbers of teachers, and adequate instructional space and facilities might present themselves to the extent that adoption of the entire program might be prohibitive. In the event of merger with Rye Neck, the proposals appear to have a more reasonable chance of success and should serve as a working base for developing the curriculum of a combined high school.

Conclusion

The foregoing leads to the conclusion that it would be to the advantage of both districts from the standpoint of the educational program to merge. The advantage would be not only in economies which could be derived by maintaining the status quo, but also in opportunities for the improvement of the educational offerings.

CHAPTER VI

FINANCIAL IMPLICATIONS

At this point we review the financial implications of the alternatives. In approaching this objective, the consultants emphasize the hazards of such an analysis. It would be possible to estimate with relative accuracy costs which would pertain to the two districts alone or combined for the next year or two. But since, appropriately, one should look to some years ahead to test adequately the implications of alternatives, the test year is taken to be 1969-70.

For reasons which will be discussed below, there is considerable conjecture concerning amounts and values to be anticipated in 1969-70. Education costs are increasing regularly at a national average of about three percent per year. The major consideration here is a comparision of relative costs between alternatives without respect to the value of the dollar in 1969-70. There are many elements related to how much money would be spent under either alternative which no one can foretell. Future programs of State financing cannot be anticipated any more than local property tax valuations and the limits within which they may be tapped for educational purposes.

The question of cost always raises the issue of "cost to whom?" Local district voters have control only over local district taxes. From the standpoint of local studies such as this one, people are interested in viewing costs unfortunately too much from the perspective of keeping taxes down. This is not the major issue. The real question is what is the most economical method of getting the kind of educational program the citizens in the area think they will want.

Because of the hazards of misleading the reader, the consultants have chosen to minimize spectulative projections by use of a "model," a device common in scientific analysis. The model, based on certain assumptions, is useful for building or projecting hypothetical budgets to serve as statistical measures of the amplitude of expected financial considerations. The model is what the financial situation would have been in 1964-65 under existing cost conditions had the two districts been operating this year under the 1969-70 projected enrollment conditions and property valuations, independently on the one hand, and as a merged district on the other. The emphasis therefore, is not on real dollar differences in the analysis, but in the relative differences. A major element in the consideration is the local tax base, the subject of the next section.

The Problem of Property Valuation

Assessed valuation data unfortunately are among the most statistically unreliable to be used in an analysis such as this. Assessed valuations in Rye and Rye Neck have steadily changed. It is recognized in New York State Aid programs that assessments vary in relationship to true or full value, for this reason, equalization rates, percentage ratios of assessed full valuation, are applied to assessed values to convert them all to theoretical true values in figuring the local ability of districts in State Aid computations. For purposes of fair and equitable tax administration, there are periods of re-assessment of property and also periods of re-determination of the assessment ratios. The only rational figure to use is the resulting theoretical true or full value of taxable property in a district. Because of the changes in assessment and

ratios, some of which have been marked in recent years, usual statistical projections are difficult to make.

One aspect of the situation pertinent to the present issue has been that the relative true valuation in the Rye Neck District over the past 10 years, as compared with the Rye District, has slowly but steadily increased. True valuation per pupil also, though lower in Rye Neck than in Rye, has steadily increased relatively. Relative values between the two districts are not seriously affected by the re-assessment and re-valuation of property in recent years and is thus a tenable base for anticipating the future true valuations. Looking at the past ten-year trend, the Rye District has moved from 68.8 percent of the true value in the area included by the two districts combined to 65.7 percent. If this trend continues, by 1969-70 Rye would have 63.8 percent of the true valuation of property in the area, leaving 36.2 percent for the Rye Neck District. These data appear in Table 12.

Also, appearing in Table 12 is an estimate of the true valuation for 1969-70 for the two districts based on the assumption that the valuation in Rye will be at that time $140,000,000. It is to be pointed out that this is a reasonable best estimate but that any injustice to the current investigation is minor because the relative tax base of the two districts is a fairly dependable figure. It is the relative local valuation which has a bearing upon the relative impact in the two districts of the go-it-alone versus the merged district plan.

Information from Superintendent Grimes of the Rye City School District points out that in 1968-69 in that district, with re-assessment and a new equalization rate, the district would have possibly $138.6 million of true value. On the other hand,

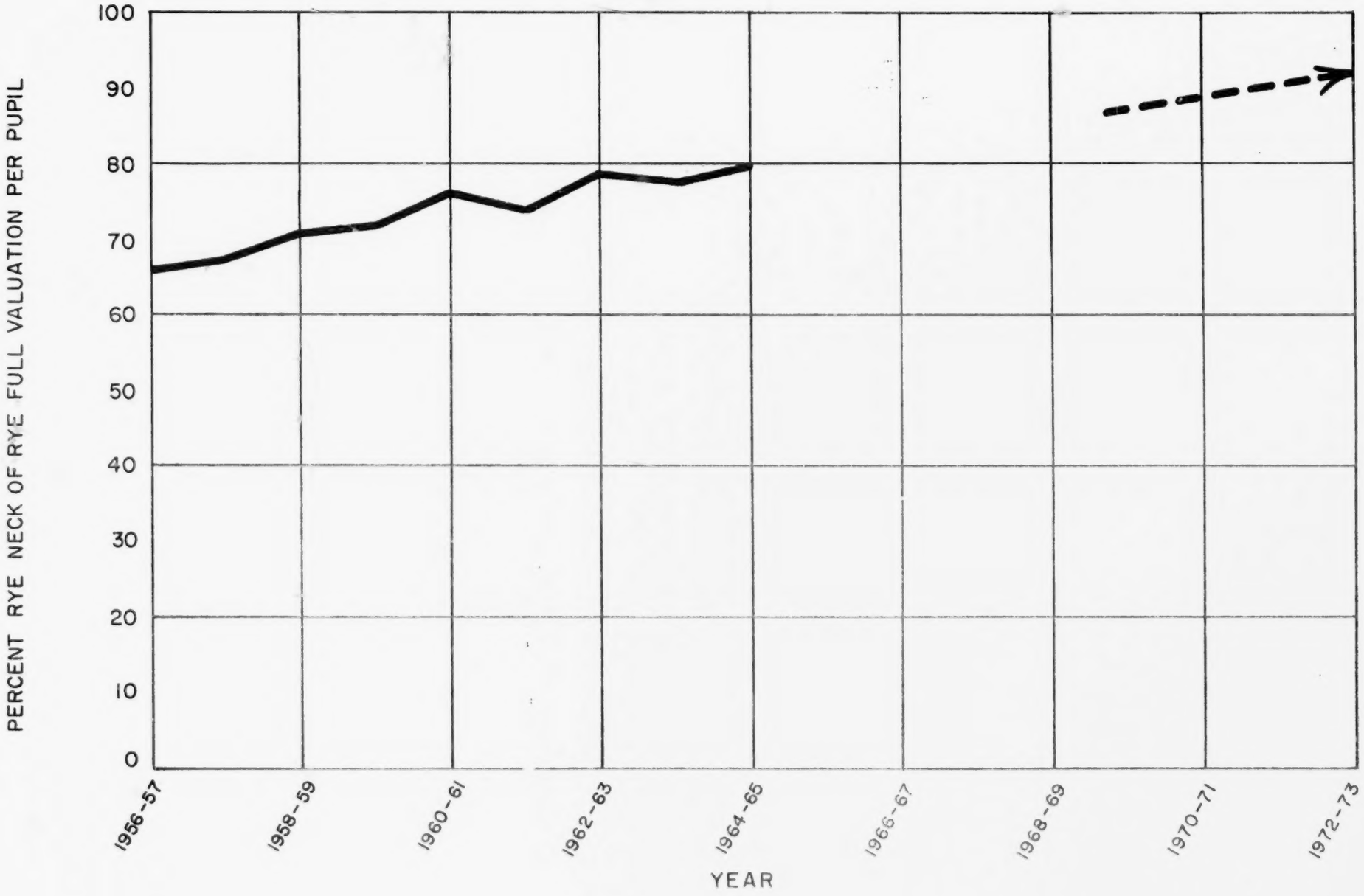
Table 12

TRUE VALUATIONS IN RYE AND RYE NECK SCHOOL DISTRICTS,

1956-57 to 1964-65 (in thousands of dollars)

Year	Rye		Rye Neck		Total	
	True valuation	Percent	True valuation	Percent	True valuation	Percent
1956-57	77,657	68.8	35,215	31.2	112,872	100.0
1957-58	80,472	67.8	38,187	32.2	118,659	100.0
1958-59	84,118	67.7	40,130	32.3	124,248	100.0
1959-60	87,196	68.5	40,130	31.5	127,326	100.0
1960-61	103,251	67.2	50,291	32.8	153,542	100.0
1961-62	108,471	66.2	55,448	33.8	163,919	100.0
1962-63	115,688	65.5	61,019	34.5	176,707	100.0
1963-64	121,167	65.6	63,450	34.4	184,617	100.0
1964-65	130,524	65.7	68,168	34.3	198,692	100.0
1969-70*	140,000	63.8	79,400	36.2	219,400	100.0

*Estimated



Percent Ratio Of Rye Neck To Rye Full Valuation Per Pupil

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without re-assessment it might have $143.3 million. It is on this basis that a round number of $140 million has been used as a basis for analysis here.

The tenuous nature of the future local tax base in the two school districts is to be noted. There is some land available as has been indicated for residential development, but, by the same token, there are sizable portions of residential and other property which appear likely to be removed from the tax rolls.

The foregoing should be of particular significance to residents of the Rye School District which has been favored over the Rye Neck District in past years in financial resources to support schools. However its future school enrollment growth is likely to exceed in rate its future growth in local property tax base.

Comparative Costs

On the basis of 1964-65 budget information under which the two districts are now operating, a financial analysis was made of the comparative costs of the two districts. For reference material the consultants used information from school districts in the Westchester County area as well as reference material for 1964-65 budgets for a sample of school districts from the entire United States appearing in the January, 1965 issue of School Management in its annual report on the "Cost of Education Index".

Since budgets in the two districts for 1964-65 were available in two different forms with differing account classifications, it was decided to make use of the U.S. Office of Education expenditure classifications which also are used in the School Management material. For instance, in some account classifications for expenditures, health and attendance are classified with instruction along with funds for athletics and

student activities. In other systems of classification, library expenditures are not included with instruction. In others, library expenditures are included with instruction.

In preparing these hypothetical expenditure budgets for Rye and for Rye Neck and for the hypothetical merged district, effects of increased costs for the same service between now and 1969 were ruled out by making the assumption that these were budgets which would have existed with anticipated 1969-70 enrollments and property valuations, as if these three hypothetical districts had been in operation in 1964-65. Certain other assumptions were made to achieve comparability to avoid bias and to avoid cost decisions which were unrealistic with reference to current requirements of the individual Rye and Rye Neck Districts.

The Hypothetical Rye District. Expenditure increases over the actual 1964-65 budgeted expenditures for the Rye District were in the main assumed to be about in proportion to increases in weighted pupil units as used in the School Management Cost of Education Index. In addition, certain cost elements were added in view of the apparent requirements of that district. In instruction, for example, estimated additional costs, over and above that required for increase in enrollment, included funds for a speech specialist, three elementary school reading specialists, one secondary school reading specialist and one elementary school principal which would have been necessary if the hypothetical district had had the needed additional elementary school referred to in previous sections of this report. Also, the health classification included a proportional increase plus the addition of the salary of one nurse. These additions would be required as a minimum to bring the district up to the average staffing ratios of school districts in the Westchester County area.

The operation and maintenance accounts are not possible to separate. The amount used was the amount necessary to bring the Rye District up to the level of expenditure per pupil of the average of Westchester County districts. This is higher than an increase in proportion to the increase in enrollment but less than the per pupil amount expended in the Rye Neck District in 1964-65. Fixed charges, food service and student body activity accounts and capital outlay were increased in proportion to increased pupil units. The debt service account was taken to be a known 1969-70 debt service of $250,100, for existing bond issues outstanding plus the new debt service of $78,400 for new construction previously reported.

The net current expense in these computations comes out to be within a few dollars of the average amount spent per pupil in the Westchester County area in 1964-65. A big item bringing the total as shown in Table 13 to that shown is the debt service item in Rye for existing bond issues, and other items mentioned above which would bring the district up to the level assumed in the computations used for the hypothetical merged district. The result is to be considered neither conservative or too generous for purposes of comparision. If anything, it may be considered conservative by virtue of materials from the Rye School District indicating interest in services which cost money far in excess of what has been outlined. This is of some importance because in this study the burden of proof is primarily upon the benefits of the merged district, financially and otherwise.

The Hypothetical Rye Neck Expenditure Budget. Similar procedures were followed in establishing the hypothetical expenditure plan for the Rye Neck District as

Table 13

ESTIMATE OF EXPENDITURES FOR RYE, RYE NECK AND MERGED DISTRICT AS OF 1964-65 UNDER HYPOTHETICAL CONDITION OF ENROLLMENTS OF 1969-70 AND CERTAIN ASSUMPTIONS

Account	Rye	Rye Neck	Merged District
100 Administration	$ 118.2	$ 76.0	$ 175.0
200 Instruction	1,869.8	1,179.3	2,870.1
300 Attendance	6.6	4.2	7.6
400 Health	67.3	27.4	86.3
500 Transportation	36.1	23.2	65.0
600-700 Operation & Maintenance	325.1	225.9	534.0
800 Fixed charges	397.4	221.7	594.0
900 Food Service & Student Act.	55.8	16.9	72.8
1,200 Capitol Outlay	88.7	48.6	135.4
1,300 Debt Services*	328.5	201.6	507.1
Total	3,293.5	2,024.8	5,047.3

*New debt service in thousands for Rye, $78.4; for Rye Neck, $83.7; for Merged District, $138.3 .

of the year enrollments 1969-70, but as of cost situations existing in the year 1964-65. The administrative item is increased in proportion to the increase in the 1969-70 enrollment and also, at a level to be comparable to the expenditure rate per pupil for administration in the Rye School District. This should allow for additional personnel equivalent to an assistant superintendent or funds for consultants in curriculum development which is currently proposed for the 1965-66 budget in that district.

The instruction account is brought up to a level comparable to the per pupil expenditure level of the Rye District and funds were estimated to permit additional teachers and/or other professional personnel such as guidance personnel, speech specialists and psychologists. In addition, an additional principal for the needed new elementary school was included in the computation. The debt service item includes the debt service for 1969-70 for existing bond issues of $117,950 plus the estimated debt service for a new bond issue, as previously noted, which as of 1969-70 would be $83,700. Otherwise, the estimates are increased over the actual 1964-65 budget in proportion to the excess of the 1969-70 enrollment projected over the actual 1964-65 enrollment.

The net current expense varies somewhat from the 1964-65 average in Westchester per pupil. Though approximately $32 less than the $974 average it represents a sizeable increase in expenditure over the actual budgeted amount for 1964-65 for that district.

The Hypothetical Expenditures for the Merged District. The last column of figures in Table 13 shows the hypothetical expenditure plan for the merged district under 1969-70 conditions as if it had operated in 1964-65. It is in total about the same

as that projected in the State Education Department report of April, 1963 for the year 1969-70. It differs in its make-up, however, from that study since the preparation of items was made in an effort to maintain the comparability with the figures established for the two separate districts as if operating independently.

The administration account would provide funds for a superintendent of schools, two assistant superintendents, one administrative assistant and additional professional non-teaching personnel for curriculum development, instructional supervision and other functions at the administrative level. It is less than a proportional amount on a per pupil basis as compared with the other two budgets, since deductions were made for expenses which are presently duplicated such as district clerk expenses, auditing services, legal services, costs of district meetings and equipment in the two districts operating separately.

The instruction account would provide for 121 elementary teachers and 119 secondary school teachers, six elementary principals, a senior high school principal and a middle school principal, two assistant principals, 12 guidance personnel, two psychologists and 13 other non-classroom professional specialists. This is calculated to maintain the pupil teacher ratios which have existed on an average in the two districts. The amount is very close to the amount per pupil for instruction that is the average for Westchester County schools. A saving is reflected here assuming a requirement of approximately 10 fewer teachers in the combined district than if operated separately.
The transportation account is one which would assume some economies through merging the two transportation operations of the two districts. Partially offsetting that, however, is the cost of an estimated 339 pupils to be transported from the Midland area of the Rye

District to the Rye Neck middle school and 426 pupils in the Rye Neck District area to the high school in the Rye High School building.

The operation and maintenance account is about equivalent to the average for Westchester County. The debt service account consists of the combined debt service for outstanding bond issues as of the present in the two districts and the hypothetical new debt service required in 1969-70 of $138,300.

The total of the two districts operating independently would be $5,318,400. The total expenditure estimate for the merged district is less by $271,100, a saving of about five percent.

Potential State Aid

The comparative effects of the alternative plans of district organization on local property taxes depend not only upon the total expenditures, but also upon anticipated revenues through State Aid. State Aid was computed for the alternatives on two bases. One of these was the current State Aid formula, the other an anticipated formula in view of discussions on this subject which have come before the State Legislature.

Since both school districts are high in local property valuation per pupil, neither receive equalization aid for operating expense. That is to say, both would receive funds under the flat amount. Under the current law, this is $180. It is assumed that a possible revision might raise the minimum to $216. The remaining aids for building aid, transportation aid and size correction are the same either for the existing formula or for the possible revision.

The results are shown in Table 14. It should be noted in this table that the assumption is made that the hypothetical budget for Rye would include $52,000 building aid. There is some doubt that this would be granted under either plan. It would not be eligible as a district not becoming part of the reorganization of school districts under the State Master Plan. Therefore, the State Aid as computed for Rye should be considered optimistic by this amount.

Impact on Local Revenues

The comparative effect on local revenues is outlined in Table 15. The data in this table may be summarized as follows:

- Total expenditures, if the districts are merged, will be less by $271,100 annually than if operating separately
- Local revenues in the area will be less by more than a quarter of a million dollars annually if the districts are merged
- Both districts would have lower local tax rates on property if the two districts are merged
- Using true valuation of property figures devloped earlier in this chapter, local tax rates on true valuation would be between 17.5 and 18.1 in the merged district
- Tax rates in the Rye District would be between 18.3 and 18.9 depending upon the actual State Aid formula in force at the time
- In the Rye Neck District the tax rate would be between 19.2 and 20.0
- The rates as computed for the Rye District are on the conservative side because of optimistic assumptions made such as those for receiving aid for building construction. The additional cost to the local taxpayer in the Rye District may exceed $175,000 annually.

Table 14

ESTIMATED STATE AID UNDER EXISTING AND POSSIBLE FUTURE FORMULAS (thousands of dollars)

Type of aid	Rye		Rye Neck		Merged District	
	Existing	Possible	Existing	Possible	Existing	Possible
Operating expense	$543.7*	$633.5	$348.1 *	$405.6	$891.6 *	$1,038.7
Growth aid	4.8	5.7	6.8	8.1	11.3	13.5
Building aid	52.0**	52.0**	46.3	46.3	94.0	94.0
Transportation aid	32.5	32.5	20.9	20.9	58.5	58.5
Size correction	10.2	10.2	15.6	15.6	12.2	12.2
Total	$643.2	$733.9	$437.7	$496.5	$1,067.6	$1,216.9

* Including 3 percent additional aid

** Under existing provisions not likely that this would be granted

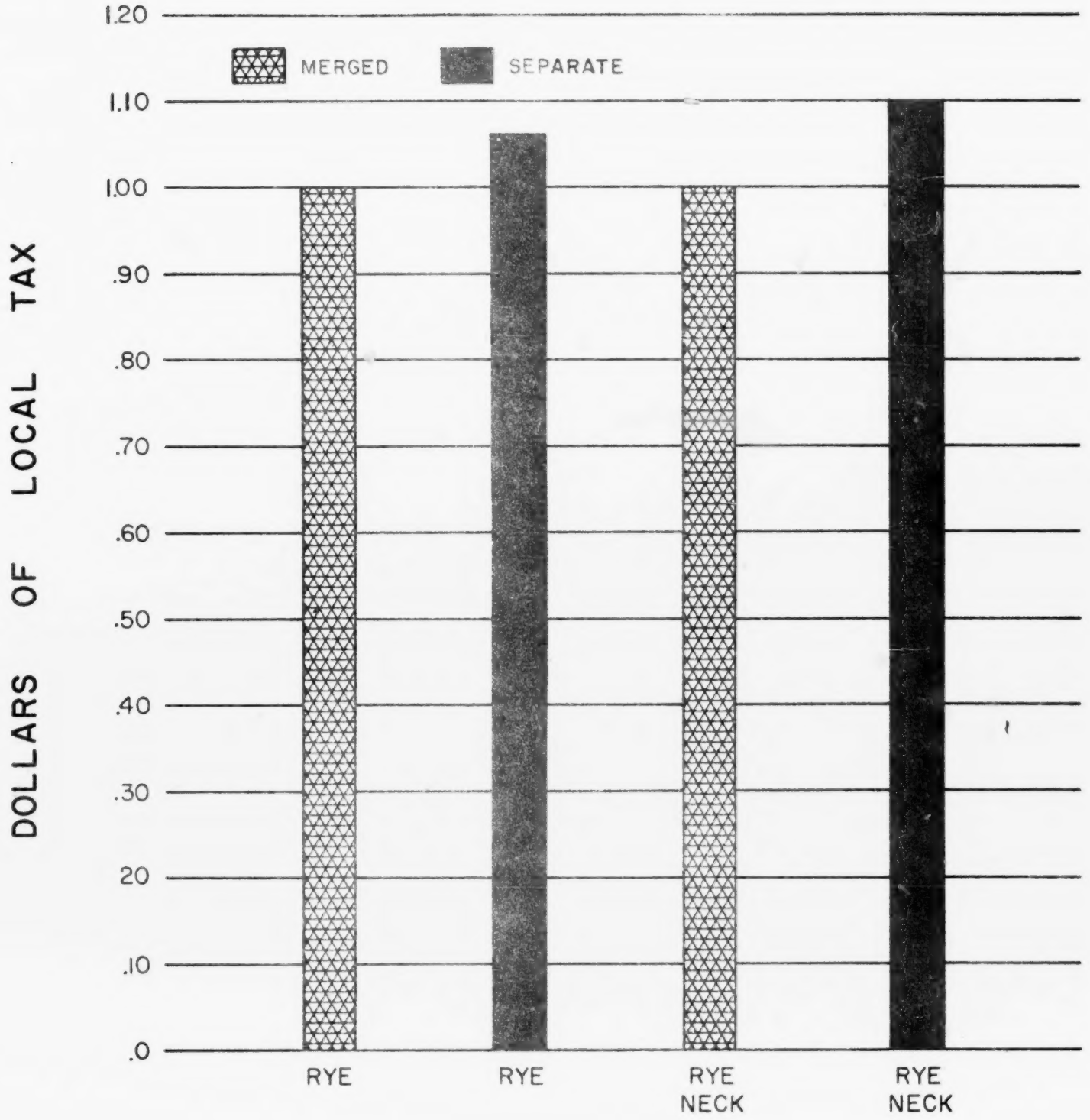
Table 15

ESTIMATED LOCAL REVENUES REQUIRED UNDER ALTERNATIVE HYPOTHETICAL BUDGETS (In thousands of dollars)

Item	Rye	Rye Neck	Merged District
Total expenditures	$3,293.5	$2,024.8	$5,047.3
State aid (A)*	643.2	437.7	1,067.6
State aid (B)*	733.9	496.5	1,216.9
As Separate Districts			
Local revenues (A)*	2,650.3	1,587.1	3,979.7
Local revenues (B)*	2,559.6	1,528.3	3,830.4
As Merged District			
Local share (A)*	2,539.0	1,440.7	------
Local share (B)*	2,433.8	1,396.6	------

* A = State aid computed under 1964-65 formula; B = State aid computed under assumed revision of formula

Recognizing that there is considerable uncertainty involved in developing budgets like this, the general conclusion from the financial standpoint is in favor of the merged district. With merger, the total cost would be less and the local cost would be less, both to the Rye School District and the Rye Neck School District.



Relative Local Tax Of Separate Districts Per Dollar Of Merged District Local Tax

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CHAPTER VII

ALTERNATIVES IN BALANCE

The results of this study indicate, on all criteria, points in favor of the merged district.

A Review of Considerations

In many respects, the analyses which have appeared in this report have been conservative in the sense that the consultants have guarded against bias particularly in favor of the merged district. Statistical comparisons for the future were avoided which would involve more than defensible assumptions about costs and property valuations. Relative comparisons are thus more defensible than absolute amounts. It is to be noted that financial data reported is likely to be markedly different in the years ahead on the cost side. It is to be expected that education costs will increase and therefore actually be greater than the expenditure computations made for hypothetical districts. In some school account categories, costs in the next five years may be expected to be higher by 10 to 15 percent. On the other hand, expectations for increases in local property valuation are not great. It is to be expected that local property tax burdens will increase whether there is a reorganization of districts or not. This speaks for taking full advantage of savings resulting from a merged district.

From the standpoint of both existing districts and the area, as a whole, the answer concerning the merged district is affirmative on each of the following questions:

1. Q.: Is merger defensible from the standpoint of the population and geographic characteristics of the area? Ans.: Yes

2. Q.: Would the proposed merger provide better opportunities for continued improvement of educational services? Ans.: Yes

3. Q.: Would merger make more efficient use of equipment, personnel, and financial resources? Ans.: Yes

4. Q.: Would merger result in economies? Ans.: Yes

The Issue of Local Control

In any form of reorganization, individual districts lose their identities. It is to be assumed that in a merged district, the plan would be one of general educational development for the entire area of the new district at large. There are neighborhoods now within each of the two districts which would continue to be neighborhoods within the merged district. The problem of local identification of the parent and the taxpayer is probably irrelevant in the analysis.

The decision to be made appears to the consultants to be a critical one. New facilities and new plans are needed urgently by both districts. The question of merger must be resolved soon. There are adequate financial resources to support the continued development of the kind of education which has been sought in Rye and Rye Neck. The present form of organization for government of education in the school systems is restricting the capability of the existing school districts to derive adequate revenues to support the desired educational program. It will unquestionably be necessary to find means particularly in the Rye District of overcoming the restrictive limitations on local property taxes for school purposes if plans for maintaining quality educational programs are put into effect.